S.W.
IV.
X AASW
Env.

The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS
130 E · 22d · St · New York City

OCTOBER, 1937 VOLUME XIX, NUMBER 1

OCTOBER, 1937

SUBJECTS

• • •

Lay and Professional Groups
Civil Service Testing
State Council Activity
Los Angeles in Action
News and Notes

Contributors

• • •

LOUIS MERIAM
HARALD LUND
FREDA MOHR
WALTER WEST

WHEN the subject of Civil Service is discussed, some one is sure to quote Louis Meriam of Brookings Institution. In Civil Service Testing for Social Work Positions in this issue Dr. Meriam draws on his wide experience to offer some valuable and practical advice.

❦ ❦ ❦

A LIVELY document is the annual report of Freda Mohr, retiring chairman of the Los Angeles Chapter. It is called Los Angeles in Action.

❦ ❦ ❦

BOUNDARIES are the subject of The Stake of Lay and Professional Groups in Social Work by Harald Lund, for several years at Yale University Institute of Human Relations and now concerned with the interpretive program of the F.W.A.A.

❦ ❦ ❦

DURING the past few years State Councils have entered the picture in several states where there are two or more chapters focussing member attention on statewide issues. The series of tabloid reports under State Council Activity will bring the reader up to date on this phase of member activity.

❦ ❦ ❦

NEXT month the second of the series "What Role Will the Social Worker Play" will appear. Florence Sytz of Tulane University will present her viewpoint.

❦ ❦ ❦

UNEMPLOYMENT relief to employed persons is euphemistically called supplementary relief. Saya S. Schwartz of Philadelphia will discuss this knotty problem in an article Grants-in-Aid of Wages in the November issue, based on his recent study of the same title published by the Philadelphia County Relief Board.

Contents

Article	Page
The October Issue	2
Civil Service Testing for Social Work Positions — Louis Meriam	3
Here and There	7
Los Angeles in Action — Freda Mohr	8
Stake of Lay and Professional Groups in Social Work — Harald Lund	13
A Review of State Council Activity — *Foreword by* Walter West	16
Michigan Council	17
California Council	19
Ohio Council	20
Tennessee Division	21
New York Council	22
Pennsylvania Division	23
Murray-Hatch Bill Dies in Committee	26
Civil Service Exams, Pamphlets, Etc.	27

THE COMPASS

Published monthly except September by
AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 EAST 22ND STREET NEW YORK, N. Y.
VOLUME XIX NUMBER 1

Officers

Linton B. Swift, *Pres.* Grace Abbott, *3rd V-Pres.*
Harry Greenstein, *1st V-Pres.* Frederick I. Daniels, *Treas.*
Martha A. Chickering, *2nd V-Pres.* Leah H. Feder, *Sec.*
Walter West *Executive Secretary*
Assistant Secretaries: Florence Taylor, Thomas H. Hoare

Entered as second-class matter at the post office in New York, N. Y., under the Act of August 24, 1912.
Acceptance for mailing at the special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 28, 1924.
Subscription: Non-Members $1.00 per annum. Subscription of members of the Association included in annual dues.

Civil Service Testing for Social Work Positions

Perfecting adequate tests for Social Workers difficult problem.

By LOUIS MERIAM

FEW problems in civil service administration are more difficult than perfecting adequate tests for social workers whose duties involve dealing directly and intimately with human beings. The heart of the difficulty is that the successful performance of such duties calls for marked skill in delicate human relationships, in addition to comprehensive knowledge of the various subjects involved in social work.

Possession of the requisite knowledge can be determined in the examination room through written tests. If short answer tests are used, the wide range of subject matter with which the social worker must be thoroughly familiar can be covered within reasonable time, and the results scored quickly with a high degree of objectivity. Really competent and qualified social workers will score well in the written tests of knowledge. Would that the converse were true, that all who score high in the written tests of knowledge are necessarily competent and qualified social workers. We all probably know of cases in which persons with excellent knowledge lack that skill in human relationships and that sound judgment and common sense that are essential for success in social work. Such persons lack the essential combination of objectivity with tact, human sympathy, and understanding.

Unfortunately, so far as I have been able to learn, no one has yet discovered a method of testing, in the examination room, those skills in human relationships and those basic attitudes toward life and work that are the heart of the profession. Some evidence suggests that oral examinations skillfully conducted by experienced social workers who have themselves trained and supervised case or field workers are of real value, provided sufficient time is given to each candidate. Some experience in personnel interviewing suggests that about half an hour to each candidate is the very minimum for an effective oral examination. Obviously the amount of time required dictates that the oral interview be held after the formal written tests and that only those who have qualified in the written tests be admitted to the oral examinations.

In some civil service testing no effort is made to give a grade on the oral examination. The candidate is either accepted or rejected. Because of the importance in the profession of social work, of skill in human relationships and basic attitudes toward life, I am inclined to favor real grading on the oral interview, at least to the extent of placing the candidates in a few broad categories such as (1) obviously superior, (2) above average but not obviously superior, (3) about average, (4) below average but still acceptable, (5) unacceptable. To each of these broad classes a numerical or percentage weight could be attached for the purpose of arriving at a general average to be used in ranking.

The oral examinations should be given by a committee of not less than three experienced professional social workers who have themselves directed and trained social workers. They will take the assignment with professional seriousness, study the technique used by others in such oral examinations, develop and apply a technique of their own, and I hope, report the results to the American Association of Social Workers and to the Civil Service Assembly of the United States and Canada. Both the American Association and the Civil Service Assembly should, I think, strive to develop and perfect a technique for oral examinations in social work because such examinations are one of the few ways of getting at skill and the requisite personality and character.

The best existing device for securing persons with the requisite skills in human relationships and the right attitude toward life in general, and the profession in particular, is to admit to the tests only those who have already demonstrated the possession of such qualifications:—or at least have demonstrated the high probability of being able to acquire these qualifications under such conditions as the agency in which they are to work can reasonably supply. Where can such skills and attitudes be actually demonstrated?

I should say first in schools of social service administration that place strong emphasis on field work. Civil service examiners should demand complete and detailed information regarding the candidates experience and record in actual case or field work in such a school. They should seek

121113

to find out not only what case or field work experience the candidate had in the school, but also how well the candidate did in it. The candidate might well be required to give the names of the agencies for which case or field work was done and the names of teachers and supervisors. The civil service examiners might well get from these teachers and supervisors their evaluation of the candidate, possibly using a questionnaire that calls for rating of the candidate on each of the major component parts of the field work. Statements as to how the candidate compared in each of these major points with other students the teacher or supervisor has had would be of value, especially if the raters were professional social workers with knowledge of the schools, agencies, and teachers.

You will note that in discussing the training in the schools of social work, I am stressing the case work and other field work that involves human relationships, and not the subject matter knowledge secured in the school. I am not stressing subject matter knowledge for two reasons (a) because it can be tested in the examination room with reasonably satisfactory results and (b) because of the desirable educational requirements such as graduation from a college or university of recognized standing and at least one year's work in a recognized school of social work tend, I think, to assure knowledge perhaps more than they assure skill.

In connection with the rating of education in general, let me express the hope that Civil Service Commissions will always find it feasible to expend time and money enough to get and to consider systematically the transcript of the academic records of candidates. I am afraid that in a good many civil service competitions the candidate who gets through school by the skin of his teeth receives just as high a rating on his education as the candidate who was in the upper tenth or upper quarter of his class; and yet certain studies have shown that the student in the upper quarter has materially better chances of success. The transcript shows, moreover, whether the candidate did particularly well in the special subjects which are valuable in fitting him for the type of work he is to do. In the effort to save time and money in grading education, we often fail to get the academic record and thus ignore a significant element that distinguishes the exceptional, the average and the just passable. Such differences should be reflected in the ratings on education, especially for the younger entrants who have had relatively little experience.

The second main source of evidence regarding skill in human relations and attitudes and habits of mind is practical experience in a recognized social agency. The candidate should be required to give in considerable detail the nature of the duties performed, the names of supervisors and so forth; and the examiners should send the supervisors questionnaires designed to make them evaluate the professional skill of the candidate.

Really to rate experience in a social agency, one should know almost as much about the agency and its personnel as one learns about the candidate himself. Some years ago an applicant for a position in the United States Childrens Bureau swore that for seven years she had been head resident of a settlement house. Nobody round the Childrens Bureau seemed to know anything about that particular settlement house, and therefore we did a little quiet investigating. "Settlement house" turned out to be a camouflage name for a boarding house located in a low rent and otherwise not very desirable section of the city. The agency did not as a matter of fact do any neighborhood work. The candidate was not admitted to the examination for she needed that experience to qualify. A recruiting agency that strives to do a real job in grading experience must have on file reasonably complete data regarding the social agencies within the area from which they draw and know about them. When the candidate claims experience in an unknown or unfamiliar agency, the recruiting agency should attempt to learn something about that agency before attempting to grade the experience.

I recall an applicant for transfer to the Childrens Bureau who in response to my question told me she was a college graduate. I asked her the name of the college: she said: "It wouldn't do any good to tell you, because the college burned some years ago and was never rebuilt: It is a pity too, because it was such a pretty college." Some so-called social agencies have figuratively gone up in smoke years ago and today it would be virtually impossible to learn much about them. Some civil service examiners will explain to you the difficulty of disallowing experience in such an agency because that places on the examiners the burden of proving the nature of the agency. I fear that in some instances a given number of years experience in such an agency may be given the same rating as an equal number of years in an outstanding agency. In part this difficulty can be overcome by the device of requiring that a certain minimum amount of the experience must have been within the last few years, say the last five years.

A closely allied difficulty lies in rating on the basis of length of experience. For entrance positions or positions a little above entrance, a few years of successful experience, demonstrating the possession of skill and the necessary personal

qualities, are just as valuable, if not more valuable, than ten years of experience in the same type of position. Long experience in an entrance position, long experience in the entrance grades of many different agencies, raise questions. They do not answer them. We are, I fear a little inclined to work out rather neat schematic devices for grading length of experience, so many points for each of the first few years, an additional smaller allowance for each year for a certain number of additional years, and perhaps no allowance at all for years above a certain maximum. Such devices have the advantage of being objective, easy to apply, and perhaps easy to explain to a candidate or his influence. I think, however, that in many instances especially for the lower grades, length of experience is often greatly overemphasized. Quality of experience, which is harder to rate, is more important. Persons who know the field of social work well should be able to establish certain limits within which most successful workers can demonstrate that they have the necessary skills and attributes. That minimum amount of experience can be required. The announcements can specifically state that no credit will be allowed for length of time above a fairly low maximum, unless with the added experience have come higher duties and higher responsibilities. If announcements clearly state that experience above a certain number of years will not be counted, part of the difficulty will be overcome.

If Civil Service Commissions are to do good testing for social work positions, if they are to search for and grade skill and attitudes as well as knowledge of subject matter, they must permit experienced reliable, professional social workers to participate in the examining processes, particularly in drafting the questions for written tests, in holding oral examinations, and in rating of education and experience. In this country because of the necessity for eliminating the spoils system, a theory has crept into some of our personnel literature that appointing officers should not be permitted to participate in the examining process; and that theory was undoubtedly sound when the appointing officers were partisan politicians appointed for political reasons. It is not, in my judgment, sound if the heads of the departments are career professionals striving to render efficient public service. Such career professionals are just as intent on recruiting able personnel as the best civil service commission. Frequently they are better informed than the civil service examiners regarding the nature of the duties and responsibilities of the position, the qualifications required, the sources of supply of good candidates, the training schools, and the agencies where valuable experience may be attained. They are thus better qualified to set examination questions, to rate training and experience, and to conduct oral examinations. Cooperation between the Civil Service Commission and the career operating officers is, in my opinion, the best possible arrangement under existing conditions, for then the Civil Service Commission can contribute its skill and experience in testing techniques and can safeguard against possible partiality, while the professional operating officers contribute their specialized knowledge of the field of social work.

Civil Service Commissions confront a real problem when they are asked to admit to an examination only persons who have qualified for membership in a voluntary professional organization that itself sets high standards, such as the American Association of Social Workers. In a comparable situation, the United States Commission was once asked to require membership in either one of two voluntary associations, each one of which admits only on professional examination. The proponents of the restriction were asked: "Are there several possible candidates who could qualify for the associations but have not done so?" The answer was "Yes." Under such circumstances a public agency is perhaps scarcely justified in requiring membership in the private voluntary organization; but nothing whatsoever prevents it from adopting as its minimum qualifications for entrance into its tests, the same qualifications demanded for entrance into the recognized and established professional organization. Civil Service Commissions should, I think, give careful consideration to the membership requirements of voluntary professional organizations and be very slow to establish lower requirements unless conditions are such that they cannot get an adequate supply of candidates for the existing positions.

If the supply of qualified workers is so low that professional standards cannot be rigorously applied, I favor the use of the commissioned personnel system of the Army, the Navy and the Public Health Service, whereby officers after a given term of years must qualify for a higher grade, and if they do not qualify are automatically dropped from the service or else are barred from promotion. Under such conditions the service must give, or provide for, training after entrance, and thus it is entirely fair to make the employees take appropriate tests at the end of such a training period. In these tests success in the actual duties of the position is given due weight. The effect of this procedure is to make the probationary training period a real thing and to drop at the end of it all those who have not demonstrated reasonable capacity and promise unless they can be used advantageously in the entrance positions without promotion.

I favor the wider use of state examining boards and the establishment of registers of qualified licensed workers exclusively entitled to use a definitely prescribed legal title. Such provisions afford protection to the consuming public as well as protection to the trained worker against the unfair competition of the untrained. In hiring a stenographer for private work in Washington, I prefer the girl who is United States government examined and passed to the one who has not satisfied those rigid requirements. For a professional position such as that of a social worker, the employer, whether public or private, should know that the appointee has at least satisfied the requirements of a state board, and those legal requirements should be reasonably high. If and when social workers are examined and registered by the state, governmental bodies can very properly refuse to admit to any competitive tests candidates who have not passed the state board. In the profession of social work such requirements are particularly important because of the personal services which the practitioner renders other human beings, and these services call not only for knowledge but for skill and judgment and involve a high degree of personal responsibility.

Findings of the Child Care Commission of the Social Workers Committee to Aid Spanish Democracy, which body recently returned from a tour of Spain where members visited principal cities and refugee centers, will be published, according to an announcement issued by the sponsoring committee. Members of the Commission are, Mrs. Rose L. Gregg, New York; Miss Constance Kyle, Chicago; Miss Lillian Emder, Philadelphia; Mrs. Jen B. Chakin, New York, and Mrs. Virginia C. Malbin, Chicago.

MERIAM ARTICLE AVAILABLE IN PAMPHLET FORM

A condensed version of the article "Civil Service Testing for Social Work Positions" by Louis Meriam, which appears in this issue of *The Compass,* is available in Pamphlet No. 9 published by The Civil Service Assembly of the United States and Canada, 850 East 58th Street, Chicago. Copies are 25 cents each. The original paper, which appears in full in this issue, was prepared by Dr. Meriam for delivery at the National Conference of Social Work in Indianapolis. Permission for its publication in *The Compass* was given by Dr. Meriam and The Civil Service Assembly.

ASSOCIATION TO BE REPRESENTED AT SECOND NATIONAL CONFERENCE ON EDUCATIONAL BROADCASTING

Wayne McMillen, chairman of the Chicago Chapter, will represent the Association at the Second National Conference on Educational Broadcasting to be held at the Drake Hotel in Chicago, November 29, 30 and December 1. The objectives of this Second Conference, as formulated by a committee, are as follows:

I. To provide a national forum where interests concerned with education by radio can come together to exchange ideas and experiences.

II. To examine and appraise the situation in American broadcasting as a background for the consideration of its present and future public service.

III. To examine and appraise the listeners' interests in programs that come under the general classification of public service broadcasting.

IV. To examine the present and potential resources of education through radio.

V. To examine and appraise the interest of organized education in broadcasting.

VI. To bring to a large and influential audience the findings that may become available from studies and researches in the general field of educational broadcasting, particularly such studies and researches as may be conducted by the Federal Radio Education Committee.

In addition to the eighteen oganizations which sponsored the first Conference, the following have been selected to sponsor the second, to increase the scope of the social and cultural interests which will be represented on a nation-wide basis: American Association for the Advancement of Science, American Association of Social Workers, American Association of Museums, American Association of University Women, American Federation of Arts, American Library Association, American Public Health Association, Music Educators National Conference, National Council of Parent Education, National Federation of Music Clubs, and the National University Extension Association.

"Coordinating To Beat The Devil" is the title of an interesting and informative article descriptive of the activities of the Coordinating Council of Los Angeles in combatting juvenile delinquency which appears in the September issue of the *Rotarian* magazine. K. J. Scudder, Chief Probation Officer of Los Angeles County and a member of the Los Angeles Chapter prepared the article for publication.

Here and There

HOW BEET WORKERS LIVE

A stark picture of undernourishment, inadequate housing and lack of any but the most meager education is given in a recent study of Colorado beet workers on relief, made by the Fort Collins Experiment Station in conjunction with the WPA. The study concerned itself with the Spanish-speaking group which represents the great majority of the Colorado beet workers, and was made in Weld County which grew 41 per cent of the state's sugar beet acreage harvested in 1935; it covers the period February to October, 1935.

The average relief family consisted of 5.6 persons. The average income per family from all sources, including value of items furnished by relief agency, was $436 for the year ending February, 1936. The average cost of living for families maintaining a household for the full twelve month period was $564 while the average income for these same cases was $456. Except for a few families having a little savings, the difference between income and outgo represented debts incurred.

Half of the money spent, or $282, was spent on food; 14 per cent, or $80, was spent on clothing, 5 per cent, or $30, was spent for medical services by the average family of 5.6 persons.

Relief of all kinds averaged $172 per family per year and was extended over a period which averaged five months and three weeks a year per family.

School attendance was conspicuously inadequate with more school missed during beet harvesting season than at any other season. Boys missed on the average 35 school days, or one out of every five, and girls missed 41 days, or one out of every four. At ten years, the average child had not yet completed the second grade and at fourteen years the average child was only halfway through the fifth grade. Most of the beet workers had finished only four to six years of schooling and only 5.1 per cent of those over sixteen had ever attended high school.

—(from Facts for Farmers, Sept., 1937)

Margaret Rich, editor of *The Family*, is quoted in *The Salt Lake Tribune*, as "advocating a period of experimentation and orientation for social workers similar to the interneship period for graduate doctors," during the course of a talk at the University of Utah recently.

MICHIGAN COUNTY SUPERVISORS FIGHT NEW STATE WELFARE PLAN

According to the Detroit *Free Press* Michigan County Supervisors have organized to fight the new state welfare plan adopted at the last legislative session. Through their association the supervisors are reported to be circulating petitions to provide for a referendum which if allowed would delay operation of the new legislation for a period of a year. Signatures of 90,000 citizens are necessary before October 29th to halt the plan.

That the opposition is based on the fear that supervisors will lose patronage in the form of jobs is indicated by the fact that they are attacking the plan on the ground that social workers are attempting to perpetuate themselves in office and that "common people cannot get jobs under the new law."

OLD-AGE ASSISTANCE GRANTS MADE TO WASHINGTON AND SOUTH DAKOTA

Approval of a revised old-age assistance plan for the State of Washington and of Federal grants totaling $1,174,017.61 for old-age assistance in that State and in South Dakota have been announced by the Social Security Board.

Revision of Washington's plan for aid to the needy aged is part of the State's comprehensive reorganization of its welfare activities under a new State Department of Social Security. The State has been taking part in all three public-assistance provisions of the Social Security Act since the Spring of 1936; and revised plans for aid to the blind and to dependent children, similar to that for old-age assistance on which action was taken in September were approved by the Social Security Board in April, 1937.

The Department of Social Security was created under legislation enacted early this year. In addition to administering public assistance, it is responsible for other State and Federal-State programs, including general relief, child health and welfare, and unemployment compensation. This is the only State in which the same agency administers both unemployment compensation and public welfare. The new legislation also unifies all public-welfare activities on the county level and provides for county participation in welfare financing and administration.

Los Angeles in Action

Participation Chapter Theme Song for 1936-37 Retiring Chairman Indicates in Annual Report.

By **FREDA MOHR**

PARTICIPATION has been the theme song for the year 1936-37. Should your Chairman live to the ripe age of ninety, she will never hear the word participation without a rush of memories of one of the most interesting, the most fruitful, the most difficult, the most painful, and the most stimulating years of her life.

Even as I write this brief report, I hear these words: *participation:* too much participation, too little participation; *committees:* too many committees, not enough committees; *representation:* not enough representation, a small group is running everything; *social action:* we want social action, we do not want social action! *Personnel standards! Annuities! Representation at the national chapter! A western regional office! The Delegates' Conference! Civil Service* and what are we doing about it. *Spot pay! The Patterson Resolution! AB1879! 1177! 1936! Professional education! Finances:* How are we going to finance the chapter? *The Lens!* Some say more *Lens* and some say less! *The programs!* Some like them and some do not! Some want dinner meetings and others do not! *Group workers and case workers:* What should their relationship be? *The Executive Secretary:* What should her function be? How can we pay for her services? *Agencies complain:* Case workers are spending too much time on AASW matters! *The California Council! Glen Helen Ranch! Institutes:* Shall we have them or not? *Housing:* Are we for it or against it? *The transient program:* What are we going to do about it?

Lay participation in social programs and social action! The University of California and its need for adequate finances to develop a School of Social Work! *Credit Unions! Mutual savings account! Employment service! Proportionate representation! Cooperative health service! Special interest groups! Free and open discussion at chapter meetings and committee meetings! Social acquaintanceship* among members! *Revision of By-laws!* Joint meetings with the League of Women Voters and the Council of Social Agencies! Employees in an agency protest increase in working hours! *The bills* come in for typing, mimeographing notices, telephone calls, telegrams, office supplies! We buy a corsage for Dr. Chickering! *The Grievance Committee studies* grievances! We cannot agree with the Los Angeles *Social Service Employees' Guild* on Amendments to 1879! We cannot agree with California Conference or the *California Council!* We commence to think in terms of *state planning!*

Mr. Swift talks to us about our loyalties: First, to our clients; second, to our profession; third, to our individual convictions; fourth, involving our relationship to the sources of financial support.

We protest the cut in the appropriation to the *Central Statistical Board* at Washington, D. C.! For the first time in the history of the chapter a candidate for Chairman is submitted by petition! For the first time in the history of the chapter members petitioned for a special meeting in an effort to get more speedy action on a controversial subject. The *Ways and Means Committee* plans a federal project theatre party to cover the deficit! *Mr. Harry Lurie* attends an Executive Committee meeting and recommends that we start work on professional codes. The *Hospites* ask our support! *A Library Committee* is appointed! *A chapter history* is written! The *Executive Secretary* resigns! We have a *deficit in our budget!* Chief of Police Davis invites us to the Rifle Range —for lunch!

This is our passing parade! These are the things which were discussed in 17 meetings of the Executive Committee, eight meetings of the membership, three special meetings of the membership.

These are the things which 115 chapter members working on 24 standing and special committees concerned themselves with in 201 committee meetings between July 1, 1936, and June 17, 1937. Minutes have been kept on all these meetings and are part of the chapter records.

Over 1,000 letters and memoranda were sent through the office of the Chairman and Executive Secretary. What has all of this activity meant in terms of American Association of Social Workers? How has American Association of Social Workers articulated its thinking? Detailed reports on the work of all the committees have been submitted by Divisional Committee and Sub-Committee and Special Committee Chairman. I wish that each of you could have this material

before you for a study. I can only give you a bird's-eye view of what your committee members have contributed to the chapter.

The Committee on Participation has submitted a splendid 19-page, single-spaced, typewritten report on an analysis of 256 questionnaires from the membership. From the date of the first committee meeting on October 29, 1936, this committee had 24 general committee meetings and in addition several sub-committee meetings. Their report to be submitted to us tonight touches vital problems of our chapter and indicates new channels of activity and organization.

The Division on Administration is composed of four committees: One with a double purpose and two chairmen—the Program and Finance Committee; the others are Membership; New Members; and Lens. A sub-committee to study the possibilities for a placement service for social workers under the Bureau of Vocational Guidance was appointed. This study is not yet completed. The first duty of the Chairman of the Division was the selection of an Executive Secretary and of an office. Room without rent was found at the Child Guidance Clinic of Los Angeles and Pasadena. A typewriter was procured; a telephone installed, and on September 21, 1936, Mrs. K. Mildred Mittauer began her duties as Executive Secretary. For the last four months she has served full time. The Division has held 10 meetings since its appointment in August, 1936.

The Membership Committee reports a total of 46 applications considered by the committee during the year. One application was rejected, one withdrawn, four are pending with the local Membership Committee, nine are pending with the National Committee, 31 were approved by the local Membership Committee and elected by National. Of the 31: six were elected to full membership and 25 to junior membership. The Membership Committee calls attention to the fact that a large majority of new members being received into the chapter activities not only this year but during the two preceding years, are in the junior class of membership, and recommends that the Committee on Professional Education concern itself with service to members in meeting full membership requirements.

The Committee on New Members sent a questionnaire to all Community Chest agencies, the State Relief Administration, Bureau of Indigent Relief, and the County Medical Workers, asking for information on all staff members already chapter members, those eligible to membership, those qualified but not members, and those working towards membership. Data was procured on 540 social workers in 40 representative agencies and tabulated. Of these workers, 35.3% are already members of the chapter; 32.9% are eligible for membership; and 31.6% are working towards membership. The Committee on New Members considers it inadvisable to repeat this survey next year. They recommend that membership requirements for the Association be sent to the executives of the Los Angeles County Social Agencies during the month of September; that it should not be the duty of this committee to increase membership, but rather that the chief duties be to interpret requirements of the Association through correspondence or conference; to know the new members and their interest and to personally invite new members to their first meeting and make a definite effort to acquaint them with the membership.

"Never a dull moment" characterizes the work of the *Program Committee*. Chapter activities, social legislation, social security, personnel practices, the delegates' conference, have all been brought before the chapter in varying ways. Linton B. Swift, National President, addressed us in September. In October, Division Chairmen presented pictures of their year's work. In November the reorganization of the State Department of Social Welfare was discussed at an open meeting. In December Richard Neustadt talked on "The Social Security Program." In January the Division on Government and Social Work brought in developments on the State Department of Social Welfare. In February the Committee on Membership Participation sponsored a "challenging dialectical transcription of the activities of the committee." In March there were two meetings: one reporting on the Delegates' Conference in Washington, D. C., and at the second business meeting three points of the Standards of Employment Practices for Social Workers on hours of work, vacations, and sick leave, were presented and adopted. In April the Civil Service Committee representing American Association of Social Workers, American Association of Medical Social Workers, and the Psychiatric Social Workers, presented Mr. A. E. Garey, Field Representative, Civil Service Assembly of the United States and Canada, who discussed "Personnel Administration Under Civil Service."

Membership at meetings varied: 121, 103, 117, 60, 115, 82, 45, 81, and 63 are the figures on membership attendance. Because of the numerous factors involved, it is impossible to entirely evaluate this program in terms of attendance, but the record kept shows that although only approximately 25% of the total membership attends each meeting, 67% has been present sometime during the year.

Our Executive Secretary has installed a complete bookkeeping system and has detailed reports upon all expenditures by committees. She has attended practically all committee meetings; she has called all committee meetings; has kept the attendance files; and worked tirelessly in the interest of coordinating the work of the chapter. She submits that so long as the Executive Secretary is employed on a half-time basis, neither the chapter nor the Executive Secretary will be satisfied,—that too much time of the Executive Secretary must necessarily be spent on clerical and detailed work. She recommends that a regular half-time stenographer would be a wise investment, so that the staffs of the social agencies would not be called upon for such large contributions of chapter work. The books of the chapter will be audited by a certified public accountant as of June 30, 1937.

The Lens has had one number devoted to the California Conference Bill on the Department of Social Welfare. This Division makes detailed recommendations for the use of next year's committee.

The Division of Personnel Standards consisting of Committee on Professional Education, Committee on Joint Civil Service, have worked with genuine enthusiasm and marked activity during the year. The Chairman reports as follows:

The Civil Service Committee has established an excellent relationship with the County Civil Service Commission and is now actively participating with them on matters of which the American Association of Social Workers has knowledge. It is significant that two other allied professional groups, the American Association of Medical Social Workers and the Psychiatric Social Workers are represented on the general committee and generously contribute to the proceedings. This coming together of other professional groups is a second important accomplishment of the Civil Service Committee. Within a comparatively short period, we may expect to see a statewide program initiated by this group, working with the various Civil Service Commissions and with the various state chapters for constructive Civil Service procedure. The Los Angeles County Chapter may well take the lead. Closely allied is professional education. Recently some eight organizations had committees active at the same time. This committee hopes to coordinate all interests into one fact-finding committee and then to set up a program which in turn will secure to it the support of these various groups. No program for professional education in this community can be planned effectively without a study of the facilities available and the needs of the active social worker. The committee is to be commended for initiating such a study, an undertaking which may require a year or two more of research. *The Division of Employment Practices* consists of committees on *Annuities, Committee on Vacations, Salaries,* etc., and *Committee on Grievances. The Committee on Annuities* has studied the possibilities of Credit Unions, and their functions. *The Committee on Salaries* designed for the year's work the development of a set of standards of employment practices that could be uniformly used through the Los Angeles County Social Work Community, and is now prepared to put their program into action. It is recommended that the work of this committee be the first order of business next year.

From the first, the members of the *Grievance Committee* accepted the following principles in its deliberation:

1. The function of the committee is limited to an evaluation of the complaints submitted.
2. The committee cannot assume the powers or practices of a trial court, but rather should obtain pertinent information from plaintiff and defendant through correspondence and interviews voluntarily given.
3. The major values which attach to the complaints, responses and cross-complaints are not in the area of vindication of one party or the other, but rather in the formulation of a set of standards of personnel practices deriving from these charges and the conditions which gave rise to them.
4. In the absence of a formal set of standards of personnel practices neither the Grievance Committee nor the Los Angeles Chapter of American Association of Social Workers are authorized or competent to effect the restoration of lost jobs.

The committee definitely believes that with the adoption of a complete Standard of Employment Practice by the chapter, the Grievance Committee has a point of departure for future relations between American Association of Social Workers and local social service agencies. The chapter will then be fortified with an accepted set of standards and can and must serve its constituency and those professionally engaged in social work in the application of these standards. Where violations have taken place the Los Angeles Chapter of the American Association of Social Workers should throw its full support into the effort to make satisfactory and equitable adjustments.

A Committee of Group Workers and Case Workers with a sub-committee composed largely

of group workers has been studying the relationships between group and case workers and the matter of membership in the American Association of Social Workers. While the committee has no specific findings to report at the present time, it is recommended that the work be continued.

The Institute Committee started work late in the year and is formulating recommendations for next year's program.

The Social Actions Committee and the Division on Government and Social Work worked together closely. The Social Actions Committee was composed of the four division chairmen. The chapter was vitally concerned with proposed legislation in reference to a bill for the reorganization of the State Department of Social Welfare for presentation to the State Legislature. It was the task of the committee to define its function and scope of activity, become familiar with the techniques of social action, and plan a pattern for social action. A plan was developed whereby a chart would be arranged showing the length and breadth of community resources as well as the potential strength of such resources for carrying social work interpretation into the community. Almost 500 organizations were charted in time for use during the legislative program and it was planned to influence public opinion for socially desirable ends through letters or bulletins, speakers, newspapers, periodicals, and radio. Letters were sent to 200 organizations presenting the serious situation existing at the University of California due to curtailed budget as presented by Miss Martha Chickering, and urging support of a requested restoration of $1,500 in the University budget, part of which was to be used for the establishment of a School of Social Work at University of California, Los Angeles. Gave a picture of the legislative situation in the *Lens* during March, 1937; sent three telegrams to the State Assembly urging defeat of Senate Bill 478 and passage of Bill 1879. Approximately 1,100 letters were sent to members of the State Assembly and Senate, as well as to chapter membership and community organizations regarding the bills pertaining to social legislation.

The Social Actions Committee makes recommendations to the succeeding committee and urges that: Every effort should be made by the Association to encourage the setting up of a statewide body of interested lay persons similar to the State Charities Aid Society of New York and the Public Charities Association of Pennsylvania, so that a year-round program of preparation for social legislation can be maintained.

The Nominating Committee recommends that chapter be asked to indicate preferences for various positions to be filled and suggests that in the future a blank sample ballot be mailed to the membership. It was strongly urged that junior members complete qualifications for membership, so that they might be eligible to hold office. It was also suggested that junior members should develop experience and knowledge of chapter affairs through appointment to standing committees. The following points should be considered in making nominations: full membership, proportionate representation between executives and practitioner group, experience on committees, availability, natural qualifications and balance between agencies represented.

It was also suggested that the experiences of the past Nominating Committees with their recommendations be incorporated in a manual to be placed in the hands of the Chairman of the Nominating Committee. This will avoid repetition of mistakes and make for greater efficiency. A change in the By-Laws to appoint the Nominating Committee at the January meeting of the Executive Committee or be appointed as a standing committee, was suggested.

The Ways and Means Committee has made a careful analysis of our financial situation, revealing a deficit of approximately $500, with plans and recommendations for further financing of the chapter.

To Miss Edith N. Burleigh, who has written the history of the chapter from the date of its organization, we owe a great debt of gratitude. This document for the first time brings together complete data on all the activities of the chapter from the date of organization on May 8, 1923, to June 30, 1937. This has been a tremendous task accomplished with the able assistance of Mrs. Mittauer. It is hoped shortly that copies of this history will be in the hands of each member of the chapter. With a history of our chapter and the complete and detailed reports with recommendations of all committees, your new administration will have ample data for re-evaluation of all of the past activities of the chapter which, upon careful analysis, can well point the way to the building of your future program.

May I express my sincere expression to every member of the chapter, the Executive Committee and all other committees. I wish that I could mention every one of you by name, but time will not permit. I do especially want to thank Miss Frances Stough, Vice-Chairman, for her unfailing assistance and support; Miss Edith Burleigh of the Division on Administration; Mr. Arthur Greenleigh, Division of Government and Social Service and Social Actions Committee; Miss Nesbitt Manson, Chairman of Division on Employment Practices; Miss Rebecca Staman, Chairman

of Division on Personnel, and Miss Maxine Elliott of the Committee to Study Chapter Participation. Mrs. Irma Feuerhelm served as secretary during Mrs. Moore's absence and her service is deeply appreciated.

To the incoming chairmen and officers I pledge my cooperation and support that they and the chapter may benefit fully from all that I have learned as your Chairman for two successive years. I hope my fellow chapter members will bear in mind that your Chairman is a volunteer in your service; that he carries a full-time position for which he is paid and that your demands upon the new Chairman may be, shall I say, "Tempered with Mercy." I appreciate the privilege and honor of having served as Chairman of the Los Angeles County Chapter of the American Association of Social Workers. To those who have been critical of my administration, let me say that I have done my best to represent all the members of the chapter at all times. It does not take much imagination to know that this has been far from easy, as illustrated in our introductory passing parade. Just as all our institutions and organizations are changing this chaotic social order in which we live, so will the American Association of Social Workers change. To those who resist change, I would say, "Resist not." To those who would go too fast I will say, "Go not faster than you can take your membership with you,"—and to all of you I say, "Think carefully, plan thoughtfully, for in your hands lies the future of professional social work."

Thank you!

F. M.

RECENT PAMPHLETS

"The Needed Link Between Unemployment Insurance and Relief," by William Haber, University of Michigan. Reprinted from Social Security 1937. Published by American Association for Social Security, 22 East 17th Street, N. Y. C.

Public Relief in New York State. A summary of the Public Welfare Law and Related Statutes with 1937 Amendments. Published by The State Charities Aid Association with the cooperation of the New York State Department of Social Welfare.

"Public Health Organization," by Mrs. George Howard Hoxie. Published by the National League of Women Voters, 726 Jackson Place, Washington, D. C.

ON THE SUBJECT OF TRAINING

One of the few problems that is not before social work at the present time is the problem of an "overcrowded field."

Mediocrity exists in other professions side by side with lack of professional opportunity and occupational displacement. While lawyers and other professional groups are mobilizing their forces to bring about a reduction in the number of students admitted to law schools, some social workers are inclined to stretch professional education facilities to a breaking point in the effort to embrace unprecedented numbers of persons already working in the field and desirous of education and status.

While engineers are struggling to effect some uniform standards for their professional education and for their processes of certification in the 48 states, some social workers are tempted to consider setting up multiple standards.

The all time responsibility of all the professional fields is that of promoting the use of the best qualified practitioners available and of improving the quality of their profession in line with advancing knowledge and practice. Effort to weed out mediocrity through more careful selection of candidates for professional training, re-examination of the content of professional education and improvement of standards of certification or licensing, is a responsibility which lags frequently. It is renewed when overcrowding in a field forces it. Widespread and reliable factual information about occupational trends would assist professional groups and the public to predict trends of this kind. As it is, human frailty sometimes permits effort to relax until competition and displacement in lean years serve as painful reminders.

Social work obviously in a period of expansion, is not an overcrowded field. Professionally qualified personnel is greatly in demand. Professional education as we know it is designed to equip persons to practice social work.

A problem exists in that such persons are necessarily advanced into greater responsibilities than should be expected. A problem exists in that social and economic conditions have speeded events and required the employment of far larger numbers to administer social services needed and provided for than professional education can embrace at once.

These problems in personnel administration and personnel equipment bring into relief more than ever before the mutual concerns of the American Association of Schools of Social Work and the American Association of Social Workers.

C. C. Robb.

Stake of Lay and Professional Groups in Social Work

Some comments on the interpretation of family social work, with special reference to the relationship between lay and professional groups.

By HARALD LUND

THE FACT that there is such a pronounced interest in problems of interpretation is one of the encouraging features of family social work today. There is ample evidence that this interest is to a large extent a searching, questioning kind, directed not only toward an immediate return in the form of greater financial and moral support of family agencies, but also toward a better understanding of the purposes and processes of family social work on the part of the lay and professional groups most immediately concerned with the conduct of public and private agencies.

This desire to get at the basic meaning of family social work arises in part from the fact that it is in a sense a new field. Family agencies have existed for a long time, but it is only in quite recent years that great stress has been placed upon the possibility of basing their work on an organized body of theory and fact having to do with the individual as a functioning member of society. It would probably be fair to say that up to the time of the depression family agencies in general were content to rest their case for public support upon the notion that they constituted a necessary buffer for persons who because of inherent weaknesses or because of misfortunes were unable to take their proper places in an otherwise prosperous and happy world.

There was some reality in this belief at a time when the problem of dependency was much less extensive than it now is. However, organized sympathy and benevolence, symbolized by many social agencies, did not strike at fundamentals and could not stem the tide of unemployment, delinquency, and economic and social insecurity. Putting it bluntly, social agencies were not able to live up fully to the promises which they made the public directly and by implication for many years.

Lay and professional workers have long been aware of discrepancies between the stated aims of many social agencies and their achievements. They have realized that potentialities are great but not always along obvious lines. This dissatisfaction has made possible the growth which has been experienced. If at the same time it had been possible to effect a full interpretation of social work with critical regard both for situations with which agencies were trying to deal, and for their capacities to meet them, there might not have been the same kind of expectations raised and therefore not as much misunderstanding, disillusionment and cynicism as must now be met by social agencies.

All of this is now beside the point except as a lesson can be learned from it. Can we now help to safeguard the future of the field by getting closer to the facts in what we tell the public about social work? This is the challenge.

We might first examine some of the difficulties which stand in the way of clear interpretation. One of these is a confusion of ideas and terms, both in lay and professional groups, arising perhaps from the fact that a professional sphere is in the process of formation within a general social movement and cannot be easily defined. We need to distinguish more carefully than we ordinarily do between social work as a movement and the professional aspects of it. The former is an expression of the aspirations which people have for their local and larger communities. It is the legitimate sphere of all persons who take an active interest in what goes on in the world and want to exercise a positive influence upon the quality of life in the community. Professional social workers sometimes take a proprietary attitude toward this larger area, as though it belonged to them exclusively, just as physicians have been known to feel that no one outside the profession should take an active role in matters pertaining to public health.

Professional social work is a practice based on specific knowledge, derived from thought and experience, and elaborated by the skill and art of its practitioners. This practice should be considered the exclusive sphere of the professional worker, just as the practice of medicine should be the exclusive sphere of the physician. The product

of these fields, however, in terms of knowledge which can be beneficially utilized by non-specialists belongs to society.

These two interests—in the larger social work movement and in the professional practice of social work—come together in the institutions which we call social agencies. The social agency is merely a convenient device, sponsored by the lay group in the social work movement as a means of enabling the professional group to develop and utilize its special skill and knowledge. Institutions as such are not sacred nor everlasting; they are made by men, and when they no longer are the best available means of serving the purposes for which they are set up, they should be changed or eliminated. Too often, however, the institution remains long after it has become an empty shell.

Looked at in this way, the respective roles of lay and professional groups become clearer. As long as we did not distinguish between social work as a movement and social work as a practice, it was a reasonable inference that the aims and aspirations associated with the larger movement were actually being realized in practice. The aims of social work need have no limits. It is reasonable to declare that no person shall starve, that all shall have employment, that families shall be rehabilitated, that behavior problems shall be solved and family discord eliminated—all of these are commendable desires, but this does not mean that professional social work can make them a reality. In the first place, they may call for change in conditions which are the responsibility of the whole community, and not of social workers alone. In the second place, professional social work possesses limited knowledge and skill applicable to these problems. Clear interpretation is needed at this point, so that we do not seem to say that our only lack is money with which to work.

A matter for practical consideration here is the pressure felt by social agencies in some communities because of a type of publicity based much more on what it is thought people will support financially than on what the social agency is and can do. There are real dangers in some campaigns and studies conducted under the title of social planning. In counting community needs or agency activities it is important to know what we are counting and its relevancy to what we are actually able to do. To the extent that these campaigns and studies do bring financial success, those who conduct them may take themselves with increasing seriousness, and authority may become vested in a group somewhat removed from the actual functioning of social agencies. The end result may then be fruitless activity which handicaps progress in a field already complex and difficult. Studies of community needs and agency activities should be made continuously, but always by persons who are professionally qualified in the particular fields being studied and without a vested interest in the outcome.

A clearer distinction between social work and its professional aspects also has an inevitable bearing upon the programs of family agencies. There is some evidence of this in the change in names of public and private agencies. New constitutions are also being written, and in these and in printed advertising there is an encouraging tendency to substitute a rational statement of purposes and aims for an appeal to pity or morbid curiosity. But, much more important than such surface evidence, is the fact that agencies are tending to continue unshaken along lines that are realistically within their scope. There was a great temptation during the hysteria produced by the loss of such a sturdy prop as the relief appeal to renounce all interest in the economically dependent, and to find new and novel areas of service. Fortunately, this temptation was resisted by most family agencies, but there has been less restraint shown by other groups with less experience in dealing with the practical problems of human adjustment.

Here the reality must be kept in mind. Knowledge of human behavior is limited. Well-trained workers are relatively few in number. What we do know has been gained largely in working with persons acutely in need of help. If human relations is potentially a field of organized knowledge, we must expect to make progress slowly. Occasionally we may be able to see far ahead, but this does not mean that we should change our course suddenly. Since experience in social agencies has been largely with people seeking material aid or relatively simple services, agencies should build future programs carefully on this foundation. Progress in knowledge does not depend either upon the quantity or the intricacy of work done, but upon the utilization of experience and observations. Social agencies must not let themselves be maneuvered into an irrational extension of the scope or character of their work any more than of the quantity of it. Pressure for both will be felt.

Careful interpretation of the larger social work movement and the professional field of social work will also tend to break down the artificial barrier which has been permitted to exist between public and private agencies. There is obviously a difference between the private agency and the public agency as institutions, but there is no such thing as private social case work, or public social case work. Such a distinction makes no sense. Seen professionally, case work is case work, and

medicine is medicine, whether it is practiced in public or private, sectarian or non-sectarian agencies. The agency will affect the quality of the practice, but it cannot alter the nature of the real problems to be met.

Public social agencies are the logical result of the development of private social work, and their growth will in due course stimulate rather than retard progress in a professional sense. Public agencies will increasingly insist on qualified workers. Experience also suggests that the extension of public service is accompanied by increasing work on a voluntary basis. This has certainly been true in education and medicine. We have also seen instances in which government ownership of utilities has stimulated private enterprise and improved its standards.

Interpretation along realistic lines will also have value in defining the respective functions of the lay and professional groups associated with family agencies. This question has too often been confused or avoided. Professional persons have been known to look upon board members as a necessary evil, and board members sometimes disparage the value of professional training.

It is an obvious fact that a social agency, to be a social agency, must be comprised both of lay and professional personnel. In becoming associated with the agency, the lay person is expressing his interest in social progress. He has certain aspirations in respect to his community, certain things he wants done. Presumably he sees the agency as a tool for doing it, directly through service to individuals, indirectly through advancement of a field of knowledge. It is the particular function of the lay member to orient the agency in respect to these community needs, to fit it into the larger program of social work. His interest is not in a specialized technique, but in the product of its application. This is just as true of the board member of a hospital.

The function of the professional person is to perfect himself in the techniques of his job and to use them in the attainment of the goal set forth by the lay group. One is concerned with purpose, the other with method. Unless there is a partnership representing these two primary interests, neither purpose nor method can have great significance. Such a partnership will grow in strength as the distinction between legitimate lay and professional spheres becomes more clear. Professional growth will tend to mark off the limits of professional activity as well as to define function within those limits more sharply. Poor boundary lines are always a source of confusion and trouble, while good boundary lines help to make good neighbors and good partners.

RESPONSIBILITY

"The social worker has a peculiar responsibility over and above that of the average citizen or of other specialists in the sphere of our discussion because of his function in dealing solely with the human factor. His duty lies in focusing attention upon it as the immediate as well as the ultimate end, because of the danger that threatens when human values are disregarded. His commission is the promotion of better opportunities for improved living through the engendering of positive programs of public welfare, while at the same time striving to prevent and suppress negative and destructive elements which degrade man and prevent him from achieving the fullest measure of life under current conditions."

MAURICE TAYLOR, Pittsburgh, in
"Responsibility of the Social Worker
in the Changing Social Order."

OCTOBER *FORTUNE* TO INCLUDE ARTICLE ON RELIEF PROBLEM

According to word received from the editors of *Fortune*, the October issue of that magazine will include an article dealing with the problem of unemployment in the United States. In a letter to Walter West, executive secretary, Richardson Wood of the editorial board of the magazine, points out that the article in question will be based on a three months' survey of the problem and will treat such questions as:

"Are Reliefers bums?"

"Have they had much education?"

"Did Industry fire them because they could not do their jobs?"

"Has Industry taken many of them back since 1936?"

"Is there a shortage of skilled labor?"

This article should be of particular interest to social workers inasmuch as the editors of *Fortune* are anxious for comment on the conclusions reached.

A Review of State Council Activity

California, Michigan, New York, Ohio, Pennsylvania and Tennessee State Councils and Divisions Look Back at Their Past and Ahead To The Future In A Series of Tabloid Progress Reports

By WALTER WEST

STATE COUNCILS of the AASW were first proposed by a national committee in 1931. Since that time, with very few exceptions, states with more than two chapters have established councils. At the time the proposal was made there were two general reasons given for the need of councils in such states. It was clear as far back as 1931 that public welfare was in for extraordinary development and that the emphasis would be on growing statewide authority and reorganization. It was believed that the professional interest in the establishment and administration of public welfare services would therefore need to have some active point of contact on a statewide basis. In several of the states there were chapters representing the larger urban centers, but it was recognized that no one of these chapters would be in a position to speak authoritatively for the professional interest in the state. Moreover, individual chapters, even when aware of problems of a statewide scope which needed attention, were reluctant to take any action because of the uncertainty as to their position in relation to the other chapters in the state.

The Association had in mind also the providing for additional means of participation in professional activities on the part of members of the Association who were not in the larger urban centers in which most of the chapters then existed. About 10 per cent of the total membership was in non-chapter territory and the Association was naturally concerned to provide if possible as nearly equal opportunity for professional activity for members in small cities or rural areas as in large centers where chapters had been established. The development of public welfare on a state basis was also expected to have a stimulating effect on the development of social work in rural areas and small cities; so that it was assumed that a much larger number of social workers would be active in the future in areas which were not covered by chapter activities. It was hoped that a State Council would interpose a closer kind of organization between the individual member and the national Association than had previously existed.

In both of these kinds of activities the several state councils have made considerable progress. While the first years have presented difficult organization problems, and while the councils have been handicapped by lack of funds, by lack of opportunity for frequent meetings, and by complicated problems of jurisdiction between the councils and the chapters, there have been many instances in the several states in which the councils have taken effective action in connection with welfare legislation and administration problems, and in some of the states the council organizations have worked out definite plans for securing active participation of many of the members not previously in chapter territory. In several of the states they have been active in keeping regular contacts with civil service authorities and in working out job descriptions and classifications, and examination plans. State councils have also been concerned with the problem of professional education as it affected the state, as is illustrated by the Michigan Council's work on that subject.

It is my personal belief that state governments will continue to exercise important influence and authority in relation to public welfare problems and that all of social work will be more concerned in the future than it has been in the past with the statewide aspects of professional problems. I am also confident that social work will continue to need and command the services of qualified workers in county units. And lastly, I am confident that the professional activities will continue to increase in importance to the social workers themselves, and that they will have an expanding influence on the development of social work under both public and private auspices. With these assumptions, the development of strong state councils in the AASW is clearly seen to be an important organizational move.

Michigan Council

CHARLENE E. SHILAND, Chairman

Legislative Bulletin Published During the Past Year in Addition to Fourteen News Bulletins on Content and Progress of Bills in the State Legislature

The belief that some sort of state organization of the American Association of Social Workers would be desirable was prevalent throughout the State for some time although members of the American Association of Social Workers in Michigan first indicated an interest in the formation of a State Council during the State Conference of Social Work in October of 1934. However, it was not until March of 1935 that a meeting of representatives from three chapters and some non-chapter members met at the call of the Detroit Chapter to draw up a working plan. The activities proposed for the Council at that time were the development of higher personnel standards, particularly in the public field, development and coordination of an adequate training program for the State and dissemination of information regarding needed and proposed social welfare legislation.

Modeling our constitution on that of the New York State Council, it was submitted to the Chapters and in June, 1935, the National office was petitioned for official recognition. Officers were elected to hold office until an annual meeting could be held during the State Conference in October of 1935. Committees on a State Bulletin, Training, and on Legislation were appointed and began to lay the foundation for increased future committee work. By December of 1935, committees had achieved a more permanent form and their work can best be reviewed under separate headings.

The Committee on Legislation has become the Committee on Government and Social Work. Especially during this current year has this group done excellent work and made a most important contribution to our Michigan situation in the publication of a Legislative Bulletin. Fourteen news bulletins have been issued covering factual material dealing with bills in various stages of progress through the House and Senate, with the report of the Governor's Welfare and Relief Study Commission, and with any report issued by the legislative committee of the State Conference. Comment on or endorsement of any proposals in the Bulletin was not encouraged although mention of approval of proposed legislation authorized by the State Council was permissible. In the description of the bills presented in the legislature the source of each bill and its sponsors was indicated. The mailing list included Chapter Chairmen, Chairmen of Chapter Committees on Government and Social Work, non-chapter members, the Chairman of the State Conference Legislative Committee, the State League of Women Voters, the Stevens Library in Detroit, the national American Association of Social Workers' office. Over one hundred copies of each issue were sent out to individuals and organizations. There was no subscription fee.

With that task completed, the committee conceived the publication of a digest of the new welfare laws after the close of the present session of the legislature. Receiving approval of the Council, plans went forward to make this a cooperative venture including representatives of the State Conference of Social Work, Michigan League of Women Voters, State Welfare Department, Welfare and Relief Study Commission, Emergency Relief Administration, State P. T. A., the American Association of University Women, and the Federation of Women's Clubs. At a meeting of the Coordinating Committee on Welfare Legislation in July it was found that the Welfare and Relief Study Commission had plans already made to publish a digest covering the following topics besides an introduction: present welfare organization, general scheme of state welfare reorganization, state department of public assistance, state hospital commission, state department of corrections, present local welfare organization, county department of public welfare, etc. An appendix is to cover the major bills.

After commending the Study Commission's efforts, the plans of the Coordinating Committee were altered to provide for the publication of a digest of a more popular nature, dealing with controversial and misunderstood points and hoping to clarify opinion throughout the State and to help in the maintenance of local good relations between the old and new officials. A sub-committee of associate editors is now working on the digest.

The Committee on Training and Personnel Standards has had most stimulating leadership this past year and has worked faithfully and well.

The Council Newsletter has recently given a resume of this Committee's activity that can well be quoted:

"Early in November, 1936, the members met with representatives of the universities, the Children's Center, and the Detroit Chapter to present the training problems which seemed to need study. With the development of the Social Security Program, the establishment of the Merit System in E. R. A., and the possibility of statewide Civil Service, the qualifications of the persons who are to fill the 2,000 social work positions warranted consideration by the AASW and by the large employing agencies represented on this committee.

"The need for trained social workers in Michigan has always been far in excess of the supply. The shortage is particularly acute in the rural counties where low salary standards and the pressure for employment of local people adds to the general problem. The Upper Peninsula, because of distance from the universities and training centers, presents a special problem. The Children's Center, and the graduate schools who are further limited by the small number of local agencies who can assume responsibility for field work training, can supply only from 50 to 75 workers annually. Many of these graduates do not remain in Michigan. This is not a sufficient number to replace those normally leaving the field of social work each year. Some anxiety was felt over the meager opportunities in many communities, accepted by the student as professional training, yet having no recognized professional status according to AASW membership requirements.

"The National Conference in Indianapolis offered an opportunity to discover ways and means in which states like Michigan, lacking accredited graduate schools of social work, are meeting their need for qualified personnel.

"The committee felt it important to suggest that a sub-committee study in detail the 2,000 social work positions in Michigan; the qualifications, the salaries, the duties of those employed to fill these positions, and to couple this study with the report of the analysis of Wayne County social workers made by the Detroit Chapter this spring. This will be helpful in determining the kind of training program social work must develop in the immediate future."

The Council's plans for a publication were unfortunately long delayed due to the illness and death of the chairman of that committee. In July the first number of the Council Newsletter made its appearance. Reviews of committee work, a report from the Chapters of their activities, a message from Walter West, and announcements made up what promises to be an interesting little publication.

A forecast for the year to come includes continued activity on the part of the present committees and also the beginning of a Committee on Membership. With an annual meeting scheduled for the time of the State Conference of Social Work in Detroit the last of September, certain new officers with new ideas about the Council and new delegates with different slants on this problem of statewide participation in the affairs of the AASW, can commence a year of professional activities and influence which should be of increasing interest and value to all members in Michigan.

C. E. S.

MEMBERSHIP ACTIVITY

Report of Action Taken in National Office

	Juniors		*Seniors*		*Total*	
August 1, 1937	1,626		8,857		10,483	
Admitted	31		23		54	
Reinstated	—		7		7	
Transferred from Junior to Senior	—		24		24	
		1,657		8,911		10,568
Resignations Accepted	11		32		43	
Dropped for non-payment of dues	4		8		12	
Deceased	—		—		—	
Transferred from Junior to Senior	24	39	—	40	24	79
		1,618		8,871		10,489

Applications pending September 1, 1937 128
New Applications received during August 58

California Council

REUBEN RESNIK, Chairman

Has Created an Opportunity for Interchange of Chapter and Non Chapter Opinion. Council Composed of Three Delegates from Each Chapter and One Delegate Representing Non Chapter Territory

The formation and growth of the California Council is not, as might so readily be supposed these days, the result of an artificial, trumped-up interest in matters that have concerned professional social work for some time. The Council's birth indicates a real feeling and real interest in the place and influence of professional social work in the contemporary scene.

The Council took definite form in August, 1935, when representatives from the Northern California, San Diego and Los Angeles County Chapters met in Los Angeles to consider the formation of the State Council and one or two matters of urgent interest to social workers which required State action.

The purposes of the California Council of the American Association of Social Workers as outlined in its governing rules, are:

1. To provide means of cooperation on matters of common interest to Association members in the State, to the end that the objectives of the Association may be more effectively developed.
2. To serve as a liaison committee for the Association Chapters in California in all matters of common interest.
3. To serve in an advisory and coordinating capacity to the Chapters and to the non-chapter members of the Association in California.
4. To be responsible for the program of the joint meeting of the California Chapters at the time of the annual meeting of the California Council of Social Work.
5. To strengthen the relationship between Chapter and non-chapter members and to increase the participation of non-chapter members in matters of professional concern through the State.
6. To promote the organization of local Chapters in the State.

In brief the objective of the California Council is to create an opportunity for genuine interchange of Chapter and non-chapter opinion and decision as to those areas where action on a statewide basis is imperative.

The Council is composed of three delegates from each duly accredited Chapter located in the State of California, and one delegate representing members in non-chapter territory. Chapter delegates are selected by each Chapter. Non-chapter delegates are selected by ballot of non-chapter members. All delegates serve for terms of three years except that the first three members to be selected from each Chapter serve staggered terms of one, two and three years respectively.

Notwithstanding the fact that the Council is still in a process of refining some of its organizational structure and procedure, it has given serious consideration to a number of important matters.

1. It has established a working relationship with the State Personnel Board by which the Board has agreed to consult the California Council in establishing minimum standards and in evolving civil service examinations for professional social work personnel in the State.
2. The California Council has sought to create an awareness of the inadequate nature of educational facilities for professional social work. You may remember that last year's meeting in Los Angeles concerned itself with that problem and prior to and since that time, a Committee has been at work collecting and digesting material which we hope will soon be made available to interested groups in the State.
3. The Council has cooperated with state-wide groups in other states in an effort to supply important information on developments of public welfare administration in this State.
4. The Council has studied carefully the need for the establishment of additional chapters and this year, on the basis of a careful study of Northern California, determined that the establishment of an additional chapter in that area was not desired.
5. The Council has been interested in certain phases of social legislation. It took a very active part in an effort to secure favorable legislation in the development of a transient program. In that connection it spent considerable time in arousing interest in the Wilcox-Trammel bill and later and more particularly, in Senate Resolution No. 298, introduced by Senator James Pope of Idaho, which resolution authorized the Department of Labor to make a study of transiency and migratory labor. The Council later cooperated with representatives of the Department of Labor in supplying information on the situation studied. Not the least of the Council's activities in the legislative area was its cooperation with other groups on the Committee for a Coordinated Public Welfare Plan, sponsored by the California Conference of Social Work, which Committee finally evolved

A. B. No. 1879.* The Council was represented at almost all of the meetings at which this legislation was developed.

The California Council attempts and prefers to be the agent of the Chapters and those in non-Chapter areas. Its strength depends upon the participation of these groups. The Council has no particular program that it wishes to impose on any Chapter, but rather it seeks to apply a program which comes out of the initiative, the experience and inventiveness of local Chapters and that interest which the local group can stimulate. It is the quality and responsiveness of and willingness for group thinking and cooperative effort inherent in the local Chapters that gives the Council its real nourishment. R. R.

* Passed at last session of Legislature and signed by Governor; became law on August 27, 1937.

Ohio Council

L. GENEVIEVE GRIFFIN, Chairman

Activity in Behalf of Merit Principle in Civil Service Brings Results. Interpretive Program Planned for Coming Year

About four years ago the organization of the Ohio Council grew out of a recognized need for concerted action on the part of social workers in the state. Facing common problems it was felt that joint attack upon such matters as personnel, professional standards and training, and legislation, would add substantially to the efforts of each community in its struggle with these problems.

Although the achievements have been largely intangible, the organization of the Council has been decidedly worthwhile. It has succeeded, measurably, in welding together the social workers of the state and in identifying them with welfare problems facing the State of Ohio. The Council has furnished a rallying point for the social workers in their efforts to help effect an orderly development of the many new and expanded functions recently assumed by state and local communities in the field of public welfare.

Most active among the committees has been that on legislation. Miss Isabel Walter, able and industrious chairman of this committee, through two legislative sessions maintained constant touch with the legislature, keeping the social workers informed when to go into action for or against measures. In spite of valiant service on the part of the chairman and substantial support on the part of the Chapters, our legislative record the last year in Ohio was no hits, no runs, no errors. (The "no errors" refers to the efforts of the A.A.S.W.) For some reason legislation sponsored by social workers met with very little cordial response on the part of the legislators.

In addition to direct action the State Council is represented on such boards as the Women's State Legislative Committee, the Ohio Council for Public Welfare, and in this way participates actively in promoting the public welfare.

One tangible result of special significance for this past year may be cited. A civil service examination was held for positions in the State Division of Public Assistance. This was for positions both on the State and county staffs. Action by a number of persons who failed to qualify for the examination, was brought to enjoin the State Civil Service Commission from certifying the eligible list created by this examination on the ground that the State Civil Service Commission had no power to set up qualifications for those desiring to take the examination. In order to make sure that the Civil Service examination prevailed, the State Council employed an attorney and brought in expert witnesses to assist the State's attorney in fighting the injunction. The judge denied the application for the injunction and the Civil Service Commission proceeded in setting up the eligible list. Success in this suit resulted in the appointment of qualified persons throughout the State and set a precedent for future examinations.

Action taken at the annual meeting of the State Council on September 16th, last, authorized the Executive Committee to find ways and means of employing a full-time legislative representative for the AASW during the sessions of the Legislature. It would also help the State Council if even a part-time Executive Secretary could be employed. All of this goes back to the matter of funds, which so far have been insufficient. Financial support comes altogether from the Chapters, which are assessed 25 cents per member. For the non-chapter members the national association remits the local portion of the dues. Policies are determined by an Executive Committee consisting of the officers, the chairmen of the standing committees, and two representatives for non-chapter members. In addition to meetings of the Executive Committee there are two delegate sessions a year, one in February and the other in the Fall at the time of the Ohio Welfare Conference.

As is usual with organization there is always one person whose initiative and energy and interest provide the stimulus. This person in Ohio has been Mrs. Elinor Hixenbaugh, who up to 1937 was chairman of the Council. For the year

(*Continued on page 27*)

Tennessee Division

J. P. KRANZ, Chairman

In Cooperation with the State Conference of Social Work Played a Major Part in Securing Passage of Legislation to Set Up State Department of Public Welfare

The organization of a Tennessee Division of the American Association of Social Workers was first discussed in the Nashville Chapter in 1934.

In 1934, in Memphis, in connection with the State Conference of Social Work, the Memphis Chapter invited the members of the AASW in Tennessee to be its guests and at this luncheon, Miss Elizabeth Nairn, President of the Nashville Chapter, suggested and proposed the organization of a State Division. At this meeting, Miss Georgia Ball was appointed Chairman of a committee to draft a constitution and call a meeting of the members of the AASW in Tennessee, to meet at the time of the next State Conference.

In 1935, a meeting of the members of the AASW in Tennessee was held in connection with the State Conference of Social Work in Nashville. Miss Nairn presided and Miss Ball presented a constitution for adoption. The constitution was adopted and officers were elected. However, on examining the document the officers found that it would be almost impossible to amend it under the amendment section and they elected not to put the constitution into effect.

In 1936, another meeting of the members of the AASW in Tennessee was called at the time of the meeting of the State Conference of Social Work at Knoxville. The motion to organize a State Division was carried unanimously, the proposed constitution was adopted and the Division elected as its first officers, President, Mr. J. P. Kranz; Secretary-Treasurer, Mrs. Frances Strong.

The reason and purpose for organizing the Tennessee Division of AASW has been very clearly stated by Mrs. Leora Larson Conner of the Memphis Chapter, as follows:

"My conception of the purpose of a state AASW council would be to have an instrument for statewide action on matters of concern to professionally trained social workers and on subjects to which they were qualified to contribute knowledge as experts. This would include improvement of socially essential services, protection of clients and public against inadequate or injurious performances of social work tasks, leadership for social action, and a coordination of the work of independent chapters of the state, a clearing house to give members the benefit of the thinking of the others professionally trained in the field.

"We should be concerned that the professional quality of social work should be protected by good employment practices; that the selection and maintenance of personnel should be on the basis of competence."

The Tennessee Division associated with the State Conference of Social Work played a major part in popularizing and securing the passage of the necessary bills in the 1937 legislature to enable the State to participate in the benefits of the Federal Social Security Act, Tennessee availing itself of all the benefits.

The Division also helped in the passage of the bills that set up in Tennessee a Civil Service and Merit System.

Again in close cooperation with the State Conference of Social Work the Division played a major part in securing the passage of the bills establishing in Tennessee for the first time, a Department of Public Welfare. Tennessee for some time has had a Department of Institutions but under the Acts of 1937, the Department of Institutions and the new Department of Public Welfare are merged into the State Department of Institutions and Public Welfare and operate under one commissioner known as the State Commissioner of Institutions and Public Welfare.

The AASW in Tennessee, through its members who occupy key positions in the State Department of Institutions and Public Welfare have played an important part in setting up the organization and in establishing standards of qualifications for workers in the Department of Institutions and Public Welfare, and because of the positions they hold should be able to maintain standards as to clients, workers, and the public.

It appears that the major interest of the Division in the next few years will necessarily be in safeguarding and developing these two new measures in social legislation in Tennessee, namely, the Department of Institutions and Public Welfare and the Civil Service and Merit System.

J. P. K.

New York Council

JOANNA C. COLCORD, Chairman

Council Keeps Chapters Aware of Significant Problems Demanding Their Attention and Stimulates Chapter Discussion and Action. Publishes Bulletin

The New York State Council was organized in 1934, and held its first meeting at the State Conference in October of that year. In the beginning, the Council was composed entirely of delegates from the five chapters, with Dr. Carl R. Rogers of Rochester serving as chairman.

The first annual report in October, 1935, states the policy of the Council to serve "as an instrument whereby the chapters acting together may express themselves in a unified way—on legislation, in formal pronouncements, in struggles for better personnel standards, and the like. The Council helps to keep the chapters aware of significant problems demanding their attention, and stimulates chapter discussion and action." Accomplishments of the first year were to stimulate chapters to appoint committees or discussion groups on the state unemployment insurance law, and all but one took a positive stand and informed their legislators of it. In a similar way, chapter discussion was stimulated on the proposals of the Governor's Commission on Unemployment for amalgamation of the Temporary Emergency Relief Administration and the State Department of Social Welfare. While marked differences of opinion developed between chapters on the Governor's Commission report, united chapter action resulted in a report on work relief being sent to the Commission as representing the views of 1,800 Association members. Contact was made with the state office of the National Youth Administration and names of chapter members submitted who stood ready to be called upon for advice on youth problems.

Steps were taken to bring members in non-chapter territory into closer relationship with chapters, and a committee on this subject was organized.

At an all-day meeting of the Council, held in Hartsdale in December, 1935, several forward steps were taken. A State Coordinator on Social Legislation was appointed, and the procedure developed by which this coordinator would work closely and directly with the legislative committees of the several chapters. Subsequently, a Coordinator on Professional Standards was appointed to bring together chapter opinion and action on matters of civil service and personnel practices. A third Coordinator on Problems of Non-Chapter Territory was also appointed.

This device of state-wide coordinators is unique among state councils, and has proven an effective means of securing uniform discussion and action.

Meanwhile, a novel project in organizing members in non-chapter territory had been going on, and three Associate Groups had been formed, one in and about Utica, one in Elmira, and one in the towns along the Hudson* between New York and Albany. The status of these groups was legalized under the revised constitution (adopted January 31, 1937) which entitles any group of Associate members of ten or more in non-chapter territory to organize such a group and send one delegate with full voting power to meetings of the Council.

At the end of the second year, Dr. Rogers retired as chairman and was succeeded by Joanna C. Colcord. At a two-day meeting in New York City, in January, 1937, progress was made toward clarifying mutual duties and responsibilities between the Council and the Chapters on one hand and the National Association on the other. The following statement was adopted tentatively by the Council and referred to the Chapters for discussion and approval or disapproval.

1. The Council should not attempt to control action on the part of individual chapters. Many local situations determine the direction of chapter interest. Since it is obviously impossible and undesirable for each chapter to attempt to take action upon the whole body of legislation falling within the purview of social work, each chapter's legislative program should be determined by itself.

2. Each action on legislative matters taken by the chapters should be reported promptly to the Coordinators for the Council's information.

3. Where the Coordinators find a common interest on the part of several chapters in a given piece of legislation, this fact will be reported to the other chapters and to the Council.

4. The Coordinators may bring to the attention of chapters, matters not previously on chapter programs, and may request, but not demand, that the chapters discuss and express an opinion to the Council upon them.

5. Independent action by the Council, speaking for organized social work in the State may be taken in accordance with principles laid down by the National AASW, on matters where such

* Granted Chapter status February, 1937.

position has been clearly stated, and without reference to whether or not each chapter has affirmed the position of the National AASW.

The revised constitution changed the annual meeting to June, with the fiscal year ending June 30th. Voting members of the Council consist of two delegates from each Chapter and one from each organized Associate Group; the officers are chosen from among the delegates. The Coordinators are non-delegate members without vote. A majority vote of delegates present at a meeting prevails, unless a record vote is called for, when absent delegates may register their votes by mail.

During the third year, the Council secured favorable action from all five chapters on ratification of the Child Labor Amendment; opposed the appointment of an unqualified person as chairman of the state Civil Service Commission, and opposed measures tending to weaken the Commission's powers. In its internal affairs, the Council has perfected an arrangement with the chapters and the national office whereby the latter deducts "at source" and forwards direct to the Council's treasurer, twenty-five cents from the dues of each member in chapter territory and $1.50 from those of each member in non-chapter territory.

The Council has observed with great pleasure that one of its Associate Groups has obtained full chapter status as the Hudson Valley Chapter.

The Council issues a bulletin at irregular intervals, and is responsible for organizing an open meeting on some topic of professional interest at the State Conference.

Plans for the coming year involve endeavors to cooperate closely with the State Civil Service Commission on matters of professional appointments in the public service, and to watch closely proposals for legislative changes in this field. It is hoped that the coming year will see one more Associate Group graduate into a full-fledged chapter. J. C. C.

Pennsylvania Division

ALVIN R. GUYLER, Chairman

Active in Behalf of Federation for the Merit System. Plans a Program to Keep Chapters Informed of Developments in New Public Assistance Program

The Pennsylvania Division of the American Association of Social Workers came into being at a general meeting of the Association's membership in Pennsylvania held in conjunction with a meeting of the Pennsylvania Conference on Social Work early in 1935. The membership at that meeting adopted a constitution which had previously been submitted to all the chapters in the state for discussion. There are seven chapters of the Association in Pennsylvania and in addition, approximately 65 members in non-chapter territory.

The Division functions between meetings of the entire membership through an executive committee consisting of the chairman, vice-chairman, secretary-treasurer, two delegates from each chapter and one from non-chapter territory. The executive committee has been meeting approximately three times a year and an attempt is made to have two meetings of the entire membership held at the time of the annual meeting and a regional meeting of the State Conference on Social Work.

The Division has a budget of approximately $500 a year, based on dues of 50 cents per year for chapter members and $1.50 per year for non-chapter members. This budget has only been available to the Division for about a year. Previous to that time dues at the rate of 25 cents per member were paid to the Division and proved wholly inadequate.

The first statewide meeting of the membership attempted to define the function of the Division. It was pretty clearly established that it was not to be a vehicle through which all chapter actions should clear before being passed on to the national organization. There was also a good deal of concern that we should avoid establishing the Pennsylvania Division as a fifth wheel to the coach. The group at that time felt that the obvious field for Division activity was that of professional social work in the State of Pennsylvania, just as they felt it was desirable for the national office to focus the thinking of all organized social work on legislative proposals in Washington which protected the group's professional interests. Even within this area they decided to undertake a somewhat limited job. They thought that the Division for the next few years should concern itself with the development of a county welfare plan for the state, with the protection of professional standards in the various public agencies both state and local, and with adequate financing for these public services. The organization meeting of the Division instructed the chairman to request each chapter to appoint a legislative committee whose chairman could act in cooperation

with the Division. It also empowered the executive committee to act on matters affecting professional development and particularly to forward by any means available the development of a merit system in Pennsylvania.

The Division has now been in existence almost three years. During that time the Division has undertaken the following activities:

(1) During the stoppage of relief in New Jersey early in 1936, the Division, feeling that developments there were seriously affecting relief legislation being considered at that time by the Pennsylvania legislature, asked the national office to make a study of the New Jersey situation and to interpret the results of the relief stoppage in an attempt to offset publicity by groups antagonistic to the relief program picturing the New Jersey stoppage as an effective way of handling the relief problem.

(2) The Division joined with approximately thirty other statewide organizations in setting up the Pennsylvania Federation for the Merit System. Following a statewide meeting of the membership held in Harrisburg in October, 1936, the Division, through its chapters, within a period of a week, raised $1,000 and turned it over to the Federation, thus enabling them to secure executive service and to work out with the help of such service a plan for more permanent financing. Later on when the Federation felt it necessary because of lack of finances to relinquish the services of its executive, the Division raised an additional $500. The Federation for the Merit System carried on an active campaign in support of legislation which they prepared and sponsored. Each chapter had an active committee on civil service and the chairman of the chapter committee was a member of the Division's committee. The chairman of the Division's committee was a member of the governing board of the Federation for the Merit System. In this way machinery was established for quickly calling into action the entire membership of the Division in relation to legislation for the merit system.

(3) The 1937 session of the Pennsylvania legislature had to consider legislation calling for a comprehensive reorganization of public assistance and relief. A committee appointed by the Governor had been considering the problem for about a year and had developed definite recommendations and legislation calling for the reorganization. Several members of the technical staff of the Governor's committee were members of the Division, and during the year of study there was continuous informal contact between members of the Division and the committee. Following the publication of the committee's report, a Division committee was appointed to consider their recommendations. In the drafting of the legislation opportunity was afforded this committee to recommend changes, many of which were accepted and later incorporated in the revised legislation. A great deal of hostility to the report and to the recommended legislation was anticipated, so a very large interpretive job remained after the committee's report was accepted by the Governor. The Public Charities Association of Pennsylvania, which was called into existence by the State Conference on Social Work about twenty-five years ago to serve as a social action group, took on the job of interpreting to the general public in Pennsylvania just what the problem was and the plan that had been designed to meet it. A statewide committee was organized as well as local committees in many of the counties. Local chapters cooperated with the county committees in the organization of town meetings, actually interviewing legislators, and securing the support of allied groups for the program.

(4) Early in 1937 the executive committee authorized the chairman of the Division to appoint a committee to explore the problem of the relationship of the Division to organized labor, unemployed groups, and others. As a first task this committee attempted to learn the experience of the various chapters in their relationships with such groups and found that there was practically no experience available. The Division has, therefore, decided to continue this committee as an active committee of the Division and is asking the cooperation of the seven chapters in the development of such experience. The committee has definitely recommended that each chapter in the State establish a special committee on cooperation and joint action with other organizations. It suggests further that each local chapter notify the state committee of the specific groups in which they are particularly interested and which are considered possibilities for future cooperation. In order that the state committee may be of maximum service to chapters, they ask that each chapter report developments to the Division committee. The committee plans further study of the methods developed by other professional groups to secure united action on specific issues and plans to make the results of its studies available for consideration and adaptation to the needs of the profession of social work. The committee will act in an advisory capacity to the Division and its several chapters in the task of carrying forward agreed-upon measures of cooperation with other groups which have demonstrated similar objectives and purposes.

As to the future program of the Division, the executive committee is planning to give considerable thought to a careful evaluation of our activities to date and some determination of our future

objectives. We are not ready at this point to definitely crystallize our future program. We do see the need for a very active Division committee to again work on the development of a sound merit system for Pennsylvania. We see the activity of the committee on cooperation with other organizations as only beginning; we anticipate a long and useful function for that committee. The Division is at this point offering its services to the employment board recently established by legislation as part of the public assistance set-up and charged with the responsibility of administering the merit system provisions of the acts. There is, obviously, in addition, a very real program for the Division in relation to the administration of the new public assistance program.

Looking back over the life of the Division, we feel that while it has moved slowly and been somewhat cautious about acquiring a program for itself, it has found for itself several areas of real usefulness. A. R. G.

WHAT IS HAPPENING TO THOSE LAID OFF THROUGH WPA CUTS?

It is the contention of Harry Hopkins, WPA administrator, that most of those laid off by WPA during the retrenchment period have found places in private industry. The Philadelphia *Bulletin* takes exception to this in a recent editorial which points out that such is not the case in Pennsylvania. The *Bulletin* states that in the several weeks prior to August 1 a total of 7,474 cases were added to the state's direct relief rolls as the result of WPA layoffs, while an additional 800 cases came to direct relief agencies from private industry. Removals from relief rolls during the same period reduced the net increase to approximately 4,000.

That a similar condition prevails elsewhere is indicated by the United States Conference of Mayors' survey recently released. The Mayor's report reveals that in some areas applications for direct relief following WPA layoff were as high as 75 per cent of the total removed from WPA rolls. Sample figures cited in the report are as follows: Houston, Texas: 816 WPA layoffs, 356 applications for direct relief; Indianapolis: 1,350 WPA layoffs, 800 applications for direct relief; San Francisco: 1,082 layoffs, 578 relief applications; St. Louis: 3,134 layoffs, 1,352 relief applications; Toledo: 2,227 layoffs, 1,713 relief applications; Rochester: 2,983 layoffs, 763 relief applications. In Columbus and Cleveland, the Mayors' Conference report states that 75 per cent of those laid off WPA required direct relief.

EXECUTIVE SECRETARY ON FIELD TRIP WILL VISIT CHAPTERS IN NINE STATES

Walter West, executive secretary of the Association left New York on September 19th, for a field trip which will take him into nine states in the mid and far west. Chapters in Illinois, South Dakota, Iowa, Minnesota, Nebraska, Washington, Oregon, California and Ohio are scheduled for visits according to his itinerary. Mr. West is expected to return to New York the third week in October.

UNEMPLOYMENT AND ITS TREATMENT IN THE UNITED STATES

By Dorothy C. Kahn

A comprehensive description and analysis of unemployment relief and security measures. Valuable for teachers, students, agencies and legislators, as well as practicing social workers.

Price $1.00 Per Copy,
Post Paid

ORDER YOUR COPY NOW

AMERICAN ASSOCIATION of SOCIAL WORKERS
130 East 22nd Street
New York, N. Y.

Please accept my order for..... copies of "Unemployment and Its Treatment in the United States." $1.00 per copy, post paid.

Attached is my check or money order for $.....

Mail to address indicated.

Name.....

Street and No.....

City or Town.....

State.....

(Please print plainly)

Murray-Hatch Bill Dies in House Committee

Fails To Reach Floor of House Before Adjournment
AASW Represented at Committee Hearing
Special Senate Committee Organizes

WHEN CONGRESS adjourned late in August after a whirlwind week of activity, the Murray-Hatch bill (Senate Joint Resolution 68) which provided for the immediate appointment of a fifteen member citizens' commission to conduct a comprehensive survey of unemployment and relief, was one of many bills which either died in committee or were shunted aside by floor leaders in the rush to adjourn.

That the House Committee on Labor recognized the wide interest in this bill on the part of social workers and others who registered their sentiments by letter and wire, there can be no doubt for on August 14 a hearing was scheduled for the bill by the sub-committee on education. Only twenty-four hours notice was given to those invited to attend the hearing, indicating that the committee recognized the necessity of quick action if the bill was to receive attention before adjournment.

William Hodson, New York City Commissioner of Public Welfare, at the invitation of Representative Maury Maverick of Texas, appeared at the hearing to urge favorable consideration for the bill. Representative Maverick and Representative Jerry Voorhis of California, who had conducted a strong campaign for immediate and favorable consideration of the bill in the House also spoke effectively in its behalf at the hearing. The hearing adjourned with the understanding that committee members would meet during the following week to examine the record of testimony, and frame a report for the whole committee on Labor. Congress adjourned seven days later (August 21) before the Labor Committee had taken action.

Of the death of this bill the *Christian Science Monitor,* in an editorial on September 20, said:

"Less heat and more light are needed to determine wisely the future of relief in the United States. Congress recognized this, if somewhat hastily, in the provision for unemployment census for which plans are now being completed.

" 'All America is lined up in camps over relief and most of the camps are organized on bias, misinformation or half truth,' William Hodson, Commissioner of Public Welfare in New York, recently told the National Conference of Social Work. To turn off the heat and turn on the light, Mr. Hodson and the American Association of Social Workers would have President Roosevelt bring to his aid the best minds from official life, finance, economics and industry, as well as social work, to study the complex national problem of relief and unemployment.

"It is to be regretted that protracted debate on the Court and other controversial issues and congested calendars in the closing days of the session postponed adequate consideration of this proposal to plan relief for the long pull on the basis of the facts, instead of improvising on the basis of emergency and expediency.

"A sound relief program can be built only on a foundation of objective fact-finding and tolerance, not on politics, and complaints about the present system. . . .

" . . . In seeking a solution of this problem the United States might well take a leaf from the book of British experience. It is a common British practice when facing a question of similar importance to resort to a Royal Commission. A similar factual approach to the complicated problem in the United States is needed. Basic data collected and presented by a Citizens Commission, with or without Congressional representation, together with recommendations for a long-range program, could be used by Congress as a guide in future planning for public assistance on a sound basis, invaluable both to the nation and the individual."

Although the possibility of a citizens commission surveying relief and unemployment between now and the time Congress reconvenes was lost in the adjournment rush, the subject will receive official attention during the interim as the Senate Special Committee to Investigate Unemployment and Relief, appointed as the result of a resolution introduced by Senator Carl Hatch early in June, has begun to organize. This committee, headed by Senator James F. Byrnes of South Carolina, is composed of Senators Clark of Missouri, Hatch of New Mexico, Murray of Montana, Frazier of North Dakota, Davis of Pennsylvania and Lodge of Massachusetts. Alan Johnstone, an attorney and one time F.E.R.A. field representative, has been appointed as counsel and has already set up an office in the Senate office building.

The inclusion of Senators Murray and Hatch on this committee, which was appointed by the Vice President, was a fortunate choice as the sponsors of the now defunct Murray-Hatch bill can be expected to continue their interest in the question of fact finding and the subject of unemployment, relief and long time planning. The

activities of this committee will necessarily be limited due to the fact that but $10,000 has been appropriated for its use.

Sentiment for a broad survey by a citizens commission can be expected to gain impetus this winter if the special Senate Committee after a limited survey produces data which indicates the need for a more comprehensive study. The Association is already on record with the Senate Committee to the effect that it will be glad to cooperate in any way possible to bring the fact about unemployment and relief to light. In the interim every effort will be made to keep alive the interest already created in the possibility of a citizens commission to make a comprehensive survey. The fact that the Murray-Hatch bill successfully passed the Senate indicates that the plan had strong support in and out of social work circles. That it died in the confusion and congestion of the closing days of the Congressional session is regrettable but by no means a final disposition. Social workers and others interested in finding a solution for the problem of unemployment and relief which can be embodied in long term plans for public assistance on a sound basis are urged to continue their efforts in behalf of the plan and to register their thinking with their Representatives and Senators during the Congressional recess. Letters and personal calls on your Congressional representative while he is in his home district will be effective. Reprints of the *Christian Science Monitor* editorial quoted from in this article will be available through the national office to Chapters and individual members who are interested in keeping alive the subject of a citizens commission.

Directory of Social Agencies of the City of New York, 1937-38.
Prepared under the Direction of the Committee on Information Services of the Welfare Council, Anastasia H. Evans, Editor.
Pages: xi + 503. Price: $3.00.
Published for the Welfare Council of New York City by Columbia University Press.

With this edition the Directory of Social Agencies makes its forty-second appearance since it was started in 1883 by the Charity Organization Society, and its second appearance as a publication of the Welfare Council of New York City.

Each agency is listed with legal title, address, telephone number, health area number, date of incorporation, president, secretary, treasurer and executive officer or officers. Under each organization will be found references to the section and page where a description of the specific service is to be found.

Besides its practical value to social workers and agency directors, it will be a helpful, time-saving handbook for laymen, members of the boards of agencies, newspapers and all businesses dealing with social agencies and with people in need of direction or help.

EXAMINATIONS FOR THE UNITED STATES CIVIL SERVICE

For information concerning announced examinations, apply to U. S. Civil Service Board, Post Office or Customhouse, any city, or to the U. S. Civil Service Commission, Washington, D. C. All requirements are specified in the formal announcement.

All salaries given below are subject to a deduction of 3½ per cent toward a retirement annuity.

Applications must be on file with the U. S. Civil Service Commission at Washington, D. C., not later than the closing date mentioned in each case.

Veterans are exempt from age requirements. Applicants who wish to claim veteran preference must file Preference Form 14 in addition to any other forms specified.

Medical Social Worker, $3,800 a year; Associate Medical Social Worker, $3,200 a year; Assistant Medical Social Worker, $2,600 a year; Children's Bureau, Department of Labor. College training and certain prescribed experience in medical social case work are required. Age, under 53 for medical social worker, and under 45 for associate and assistant medical social worker. Announcement 77. Closing date: October 18, 1937.

THE *TEXAS WELFARE JOURNAL* SAYS:

". . . To the American Association of Social Workers must go a great deal of the credit for the work necessary to improve employment practices and the quality of work done. Hardly a number of *The Compass*, official organ of the AASW, has appeared that has not carried some comments in this regard. Determining what constitutes basic qualifications and how much and what quality of experience is necessary for the performance of tasks as personal, as ill-defined, and as largely dependent upon attitudes as those of social work is not easy. . . ."

OHIO COUNCIL

(*Continued from page* 20)

1937-1938 Miss Genevieve Griffin, of Toledo, was elected Chairman at the meeting on September 16th.

We forgot to mention that interpretation was to be one of the primary considerations for the coming year. In this difficult undertaking the Ohio Council looks to the national association as its mentor and guide. A. M.

Mrs. Dorothy M. Anderson
Rm. 530 State House 4
Springfield Illinois

A Book That Belongs on Every Social Work Bookshelf

CONTENTS

•

Social Action
McMillen

•

Administrative Function
Robinson

•

Questions About Relief
Kahn

•

Responsibilities and Limitations
Marcus

•

59 pages 50c

FOUR PAPERS ON . . .
. . . PROFESSIONAL FUNCTION

Timely! - Provocative! - Stimulating!

● ● ●

Is Social Action a part and parcel of the professional function?

Is Administration a field in itself?
Are we at a crossroads in relief?
Why a "pursuit of competence"?

● ● ●

Prepared for and presented at 1937 Delegate Conference.
Printed in easy to read type on book paper.
Attractively bound in durable paper cover.

Please send me_____copies @ 50c.
Name_____
Street and No._____
City or Town_____
State_____ (Enclose money with order)

AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 East 22nd Street New York, N. Y.